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3 December 1969

Director of Communications

2D00

Hqs .

The Agency Director of Equal Employment Opportunity says that the Civil Service Commission has urged in the strongest terms that officers in government agencies read the official statements on Equal Employment Opportunity. Attached are several of these statements for distribution within your office.



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DD/S-EEO

2E45

Hqs .

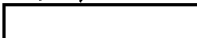


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Distribution:

Orig. - D/C w/3 cpys booklet entitled "Toward Equal Opportunity in Federal Employment"

- ✓ 1 - DD/S Subject w/1 cpy booklet
- 1 - DD/S Chrono

NOTE: Same buckslip sent to the following addressees w/noted number of cpys of booklet: D/F - 2; D/L - 2; D/OMS - 1; DTR - 2; D/S - 2; D/P - 2; C/SSS - 1; COS,  1;

STAT

SENDER WILL CHECK CLASSIFICATION TOP AND BOTTOM			
UNCLASSIFIED		CONFIDENTIAL	
<b>OFFICIAL ROUTING SLIP</b>			
TO	NAME AND ADDRESS	DATE	INITIALS
1	<div style="border: 1px solid black; width: 100px; height: 15px; display: inline-block;"></div> 7-D-02		
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	<b>ACTION</b>	<b>DIRECT REPLY</b>	<b>PREPARE REPLY</b>
	<b>APPROVAL</b>	<b>DISPATCH</b>	<b>RECOMMENDATION</b>
	<b>COMMENT</b>	<b>FILE</b>	<b>RETURN</b>
	<b>CONCURRENCE</b>	<b>INFORMATION</b>	<b>SIGNATURE</b>
<b>Remarks:</b>			
<p>The Civil Service Commission has urged in the strongest terms that officers in government agencies read the official statements on equal opportunity. I am sending you a number of these statements to distribute within your Directorate as you deem proper.</p> <p style="text-align: right;">(signed) Ruth E. Gillard Ruth E. Gillard Director, EEO</p>			
<b>FOLD HERE TO RETURN TO SENDER</b>			
<b>FROM: NAME, ADDRESS AND PHONE NO.</b>			<b>DATE</b>

# **TOWARD EQUAL OPPORTUNITY IN FEDERAL EMPLOYMENT**

**"for all persons . . . to seek and to achieve their highest potential and productivity"**



## **MEMORANDUM FOR HEADS OF DEPARTMENTS AND AGENCIES**

**Subject: Equal Employment Opportunity**

In my memorandum to you of March 28, 1969, I reaffirmed the Government's policy of providing equality of opportunity for all citizens in Federal employment. At the same time I directed the Chairman of the Civil Service Commission to review present efforts in the Government to achieve equal employment opportunity and give me recommendations for desirable policy and program changes.

The Civil Service Commission has given me its report. Because I believe the report and its recommendations are of vital importance to the Government, I am attaching a copy for your personal review. I completely endorse the new program directions which it outlines, and I look for positive results from these new efforts.

No more serious task challenges our Nation domestically than the achievement of equality of opportunity for all our citizens in every aspect of their lives regardless of their race, color, religion, national origin, or sex. This includes the opportunity for all

persons, with full recognition of their dignity as individuals, to seek and to achieve their highest potential and productivity in employment situations. Discrimination of any kind based on factors not relevant to job performance must be eradicated completely from Federal employment. In addition, we must, through positive action, make it possible for our citizens to compete on a truly equal and fair basis for employment and to qualify for advancement within the Federal service. We must search for new ways to provide the necessary encouragement, assistance, and training opportunities, where appropriate, so that all employees may utilize their capabilities to the fullest extent in meeting the manpower needs of Federal agencies.

There are several points in Chairman Hampton's report which I want to emphasize:

Assuring equal employment opportunity in a Federal department or agency is the responsibility of the organization's head. It must have his continuing high priority attention and that of all agency executives.

Equal employment opportunity must become an integral part of the day-to-day management of Federal agencies and interwoven with every action which has an effect on employees. This is the road to true equal employment opportunity.

While we must continue to search out qualified personnel from all segments of our population, we must now assure the best possible utilization of the skills and potential of the present work force. Employees should have the opportunity to the fullest extent practicable to improve their skills so they may qualify for advancement.



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Those who have potential to serve at the supervisory level and above should be identified and given the opportunity to develop to their fullest capability. Programs are underway and new efforts are being developed to achieve this end.

Special efforts must be made to assure that opportunities in the Federal Government at the professional levels are made known to men and women of all races, religions, and ethnic backgrounds so that positions of leadership in the future can be assumed by persons from all segments of our population.

Every possible step must be taken by agency heads to make sure that each manager and supervisor in the Government understands and implements the objective of equal employment opportunity for all Americans. Our supervisors' performance must in every way support equality of opportunity for all employees.

In addition to assuring equal employment opportunity for all persons, the Government, as a responsible employer, must do its part along with other employers to provide special employment and training programs to those who are economically or educationally disadvantaged. We must hold out a helping hand and imaginatively use the facilities of the Government to prepare such persons for useful and productive employment.

I have asked the Civil Service Commission to work closely with agencies and other interested organizations in the implementation of these program directions and to keep me informed of progress. Interagency consultation and coordination will hasten our progress and assure common understanding of our goals and the Commission will have the direct support of my staff in this effort. I request that you and your staffs cooperate fully in this urgent undertaking and move forward energetically in the direction outlined in the Civil Service Commission's report.

At the same time, I have issued a new Executive order on equal employment opportunity in the Federal Government. This order clearly states the policy of this Administration in this critical area and demonstrates the continuing Federal commitment to equal employment opportunity.

I look forward to receiving the Commission's progress reports on a regular basis. They will have my personal attention.

I suggest that every supervisor have an opportunity to see this memorandum.

**Richard Nixon**

*President of the United States*

THE WHITE HOUSE, Washington, D.C.

August 8, 1969

**A REPORT TO THE PRESIDENT  
FROM THE UNITED STATES  
CIVIL SERVICE COMMISSION**

**Subject: Equal Employment Opportunity  
in the Federal Service**

You asked that I review the Government's equal employment opportunity program and report to you recommendations for policy and program changes. This is my report.

There is no program in the Civil Service Commission of greater importance than the effort to achieve full equality of employment opportunity in the Federal service. Assuring equal opportunity and eliminating any vestige of discrimination in employment practices is essential to the well-being of the Government and crucial to the Nation. Race, color, religion, national origin, or sex must never affect the opportunity of an American to work for and advance within the Federal service.

*Review*

In making the review, we took the following actions:

Studied the ways in which the Federal Government had organized in the past for equal employment opportunity and program effectiveness under each of these organizational approaches.

Reviewed particularly the organization and results under the President's Committee on Equal Employment Opportunity, which exercised program leadership immediately prior to the Civil Service Commission's assumption of responsibility in 1965.

Conducted a thorough analysis of efforts and results under Commission stewardship during the past three and one-half years.

In reviewing program activities and progress since the Commission was assigned responsibility by Executive Order 11246, we did the following:

Requested and received recommendations from department and agency heads on future program direction.



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Met with agency equal employment opportunity officers and directors of personnel to discuss progress and problems and to receive program suggestions.

Met with representatives of the Office of Federal Contract Compliance, the Department of Justice, the Equal Employment Opportunity Commission, and the U.S. Commission on Civil Rights, to obtain input from these Federal agencies having civil rights responsibilities.

Met with the Commission's ten regional directors to gain their insights and program recommendations.

Consulted, through our regional directors, with Federal Executive Boards and Associations to get program ideas from managers of Federal installations across the Nation.

Consulted at the staff level with minority group organizations to assure consideration of their points of view and suggestions.

Met with representatives of women's organizations and Federal agencies to obtain recommendations relating to equal employment of women in the Federal Government.

We thus compiled a comprehensive base for overall assessment of the Federal equal employment opportunity program. We looked at its beginnings; we evaluated what has been done and what is underway; we attempted to assess our overall progress. Finally, we defined the challenges which still must be met and mapped out a proposed course of action.

### *Progress*

We can report that the Government has made significant progress in equal employment opportunity. Much has been done to open the doors of opportunity to many for whom they had been closed.

Since 1965, when the Civil Service Commission was given leadership responsibility for the Government's equal opportunity program, significant gains have been made in overall minority employment in the Federal service.

One-half million jobs, almost 20% of the Federal work force in the executive branch, are held by minority group Americans.

The proportion of non-white persons employed in the Federal Government is almost 50% higher than the percentage of non-whites in the overall

work force in the United States as contrasted with 10.8%, based on most recent data available. In addition, the Government employs over 70,000 Spanish surnamed Americans.

Total employment figures, impressive as they are, cannot tell the whole story, either of progress or of failures.

Federal departments and agencies have engaged in action programs in their organizations and in their communities designed to improve equal employment opportunity.

The climate in the Federal service for equal employment opportunity has improved greatly over the past few years.

Equal opportunity is becoming recognized as an integral part of the responsibilities of each manager and supervisor in the Federal service.

The employment system is continually being reviewed and modified by the Civil Service Commission to assure that it is in fact open on an equal basis to all our citizens and at the same time meets the needs of Federal agencies for qualified manpower. The ultimate strength of the equal opportunity effort depends not so much on systems, however, as it does on the extent to which it becomes an inseparable part of management so that the commitment to equal opportunity is fully reflected in the day-to-day operations of the Government.

### *Challenges*

The road to equal opportunity is neither an easy one nor a short one. While our destination is coming into sight, we have a great distance to go. For example:

Despite significant gains in overall employment of minority group persons in the Federal service, too many of our minority employees are concentrated at the lower grade levels, victims of inadequate education and past discrimination. Our women employees are also largely concentrated in the lower grade levels.

Despite recruiting efforts, comparatively few minority persons are entering the Government at the middle level and in the professional occupations.

There are still many areas of the Nation where Federal employment of minority persons does not adequately measure up to the potential represented in the population generally.

Our system for gathering information on minority employment is not sufficiently refined to pinpoint

There is still need for better understanding by employees and supervisors alike of the objectives of the equal employment opportunity program. There are still Federal agencies which have not moved ahead as aggressively as the times demand in affirmatively seeking equal employment opportunity relating to both minority employees and women.

These are the challenges and they dictate some forthright program changes.

#### *Upward Mobility*

First, we must exert every effort possible to encourage upward mobility of Federal employees now at the lower grade levels so that they may work at their fullest potential. This can be done by training offered by the Government to employees who want the opportunity to improve their skills and qualify themselves for advancement. Therefore, we must:

- improve on-the-job training programs for employees;

- make greater and more imaginative use of the Government Employees' Training Act for lower grade employees, including enrollment in non-Government training facilities;

- establish tuition-subsidy programs to encourage employees to qualify themselves for greater responsibilities;

- provide additional cooperative work-study programs to bring persons previously denied the advantages of specialized training into occupations in which skilled manpower is needed;

- bring training opportunities within easy reach of Federal employees by working with high schools and colleges to establish "off campus" facilities in Federal buildings;

- work with schools and colleges to assure that courses of study adequately prepare minority group Americans for occupations in the Federal Government, particularly those in which there are manpower shortages; and

- identify under-utilized employees, especially those at the lower levels, and provide them with work opportunities commensurate with their abilities, training, and education.

Under the merit system of employment, we have made progress in recruiting minority group Americans to the Federal work force. One-fifth of our employees are minority.

Now we need to raise our sights. We cannot afford to let up in the effort to open doors at all levels in the Federal service. We must be particularly concerned with college recruitment to assure a fair opportunity to all persons for professional careers in the Government. In this way we will bring into Government qualified young men and women of all races and ethnic backgrounds who can assume positions of leadership and trust in the future. There are occupations and levels of responsibility in the Government service in which minority Americans and women are minimally represented. We must make these occupations and levels known and assure that our recruiting is aimed at all sources to attract persons into these fields. Also, we must continue our participation at the local level with other employers, with schools, and with public and private groups on matters affecting the employability of persons for the Federal service, including efforts to assure adequate open housing near places of Government employment.

#### *Supervisory Support*

The key to effective equal employment opportunity and to affirmative action to achieve this goal is the individual supervisor. He must have understanding of and sensitivity to the objective of the program and the needs and aspirations of individual employees. Training can be an effective tool in bringing this kind of understanding to him.

To achieve this end, we plan to take the following steps:

- require each employee who becomes a supervisor in the Federal Government to participate in appropriate training courses to bring him understanding of and sensitivity to the goals of equal employment opportunity;

- call for performance evaluations of supervisors which reflect, where appropriate, the effectiveness of their efforts to carry out their equal opportunity responsibility; and

- encourage recognition of employees, supervisors, or units demonstrating superior accomplishment in equal opportunity under the Incentive Awards Act.

As a correlative, the supervisor must recognize that corrective action will follow quickly and surely when discriminatory practices are disclosed. The new dis-

crimination complaint procedure which the Commission has ordered effective July 1, 1969, will help assure that instances of discrimination are disclosed so that corrective action can be taken immediately.

### *Program Management*

While the Commission has leadership responsibility for the Government-wide equal employment opportunity program, each department and agency head is individually responsible for the program in his organization. It is up to him to do the job. He must assure that the will for equal employment opportunity exists in his organization and must also see to it that adequate manpower and sufficient funds are provided to carry out an effective and affirmative program. Commission regulations require that by July 1, 1969, the agency head appoint a Director of Equal Employment Opportunity. He should be a high level official having the full confidence of the agency head and with sufficient authority to assure action.

Each agency has been required to prepare a plan of action to guide its equal opportunity activities. We will ask each department and agency head to revise his plan of action to accord with the emphasis reflected in this report. He will be requested to evaluate his progress in accordance with the revised plan of action and based on guides supplied to him by the Commission. This will be part of a Government-wide agency self-evaluation program which we will institute and which will place responsibility for progress clearly on the agency head with review in the Civil Service Commission. We will ask for periodic progress reports from agency heads and I propose to report to you periodically on Government-wide progress on equal opportunity.

At the same time, we will intensify our evaluations of agency equal employment opportunity efforts to provide meaningful assistance to agencies in meeting program goals. We will point out deficiencies, where they exist, show the need for action, and help assure progress in this critical area.

To provide a data base for evaluation purposes by agencies as well as by the Civil Service Commission, we are authorizing the departments and agencies to maintain certain minority employment data on automatic data processing equipment, which under present restrictions they are unable to do. This approach will contribute current and comprehensive statistical information to assist in program management and will operate with proper safeguards to assure individual privacy and the separation of minority employment data from all other personnel records.

Equal employment opportunity is and must remain a major responsibility of each Civil Service Commission bureau and office. I am taking steps, however, to strengthen the focus and coordination within the Commission of our leadership responsibility for the Government-wide equal employment opportunity program. We will thus be able to intensify our efforts to improve the program within each agency of Government. At the same time we will step up consultation with minority organizations and Federal employee unions to assure their full participation in the Government's efforts.

To assure common understanding of the objectives and directions of the equal employment opportunity effort, I will convene as soon as practicable after July 1 a meeting of the Directors of Equal Employment Opportunity of all Federal agencies. This will give us the opportunity to strengthen the determination of those persons directly responsible for providing leadership to equal opportunity in the Federal Government.

### *The Disadvantaged and Hard-Core Unemployed*

The new thrust for equal opportunity that I have outlined in this memorandum will apply to all Federal employees and applicants regardless of race, color, religion, national origin, or sex. At the same time, we must not forget our obligation as the Nation's largest employer to do our share in meeting the problems of the disadvantaged and the hard-core unemployed. Government agencies can hire and train disadvantaged persons. A number of special programs in different agencies are now underway to provide training and employment to youth and to the hard-core unemployed.

This effort must be strengthened. We will seek to work cooperatively with other departments of Government so that Federal agencies may participate with other employers in the application of programs funded for the employment and development of disadvantaged Americans. We must find ways to give incentive to Federal agencies to develop imaginative programs so that the facilities of the Government can be used even more extensively for training disadvantaged persons for possible Federal employment. In addition, exempting from manpower ceiling controls positions held by disadvantaged persons, at least during the initial employment period when productivity is necessarily low, and offering classroom training during work hours for up to 25% of a new employee's time, are examples of possible approaches.

In summary, we have made progress in moving toward true equal employment opportunity in the Federal Government. We have now reached a stage which requires rededication and new directions to assure further achievement.

The program directions I have outlined in this memorandum point the way in the vital areas of upward mobility of employees, recruiting, supervisory support, and program management as well as new opportunities for the disadvantaged and hard-core unemployed. We will move forward and work closely with agencies to develop the needed programs.

To demonstrate the commitment of your Administration to the objectives of this important effort, I recommend a new Executive order be issued relating solely to equal opportunity in Federal employment and incorporating the new directions we believe are necessary to achieve this important national goal.

**Robert E. Hampton**

*Chairman*

United States Civil Service Commission

## EQUAL EMPLOYMENT OPPORTUNITY IN THE FEDERAL GOVERNMENT

It has long been the policy of the United States Government to provide equal opportunity in Federal employment on the basis of merit and fitness and without discrimination because of race, color, religion, sex, or national origin. All recent Presidents have fully supported this policy, and have directed department and agency heads to adopt measures to make it a reality.

As a result, much has been accomplished through positive agency programs to assure equality of opportunity. Additional steps, however, are called for in order to strengthen and assure fully equal employment opportunity in the Federal Government.

NOW, THEREFORE, under and by virtue of the authority vested in me as President of the United States by the Constitution and statutes of the United States, it is ordered as follows:

Section 1. It is the policy of the Government of the United States to provide equal opportunity in Federal employment for all persons, to prohibit discrimination in employment because of race, color, religion, sex, or national origin, and to promote the full realization of equal employment opportunity through a continuing affirmative program in each executive department and agency. This policy of equal opportunity applies to and must be an integral part of every aspect of personnel policy and practice in the employment, development, advancement, and treatment of civilian employees of the Federal Government.

Section 2. The head of each executive department and agency shall establish and maintain an affirmative program of equal employment opportunity for all civilian employees and applicants for employment within his jurisdiction in accordance with the policy set forth in section 1. It is the responsibility of each department and agency head, to the maximum extent possible, to provide sufficient resources to administer such a program in a positive and effective manner; assure that recruitment activities reach all sources of job candidates; utilize to the fullest extent the present skills of each employee; provide the maximum feasible opportunity to employees to enhance their skills so they may perform at their highest potential and advance in accordance with their abilities; provide training and advice to managers and supervisors to assure their

understanding and implementation of the policy expressed in this order; assure participation at the local level with other employers, schools, and public or private groups in cooperative efforts to improve community conditions which affect employability; and provide for a system within the department or agency for periodically evaluating the effectiveness with which the policy of this order is being carried out.

Section 3. The Civil Service Commission shall provide leadership and guidance to departments and agencies in the conduct of equal employment opportunity programs for the civilian employees of and applicants for employment within the executive departments and agencies in order to assure that personnel operations in Government departments and agencies carry out the objective of equal opportunity for all persons. The Commission shall review and evaluate agency program operations periodically, obtain such reports from departments and agencies as it deems necessary, and report to the President as appropriate on overall progress. The Commission will consult from time to time with such individuals, groups, or organizations as may be of assistance in improving the Federal program and realizing the objectives of this order.

Section 4. The Civil Service Commission shall provide for the prompt, fair, and impartial consideration of all complaints of discrimination in Federal employment on the basis of race, color, religion, sex, or national origin. Agency systems shall provide access to counseling for employees who feel aggrieved and shall encourage the resolution of employee problems on an informal basis. Procedures for the consideration of complaints shall include at least one impartial review within the executive department or agency and shall provide for appeal to the Civil Service Commission.

Section 5. The Civil Service Commission shall issue such regulations, orders, and instructions as it deems necessary and appropriate to carry out this order and assure that the executive branch of the Government leads the way as an equal opportunity employer, and the head of each executive department and agency shall comply with the regulations, orders, and instructions issued by the Commission under this order.

Section 6. This order applies (a) to military departments as defined in section 102 of title 5, United States Code, and executive agencies (other than the General Accounting Office) as defined in section 105 of title 5, United States Code, and to the employees thereof (including employees paid from nonappropriated funds), and (b) to those portions of the legislative and judicial branches of the Federal Government and of the Government of the District of

Columbia having positions in the Executive Order No. 11246 of September 24, 1965, and those parts of Executive Order No. 11246 of September 24, 1965, which apply to Federal employment, are hereby superseded.

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**Richard Nixon**

*President of the United States*  
August 8, 1969

**PRESIDENT'S MEMORANDUM  
OF MARCH 28, 1969,  
TO HEADS OF DEPARTMENTS  
AND AGENCIES ON EQUAL  
EMPLOYMENT OPPORTUNITY**

The concept of nondiscrimination is inherent in the Civil Service Act of 1883, which calls for a Federal service based on merit and fitness alone. "Nondiscrimination" was broadened by President Eisenhower to "equal employment opportunity" with his issuance of Executive Order 10590 in 1955. In the years that followed, other Executive orders designed to insure equal opportunity in the employment, development, advancement, and treatment of employees of the Federal Government have been issued. This series of Presidential directives reflects continuing support for this program at the highest levels of Government.

I want to emphasize my own official and per-

sonal endorsement of a strong policy of equal employment opportunity within the Federal Government. I am determined that the executive branch of the Government lead the way as an equal opportunity employer.

Although under the leadership of the Civil Service Commission significant progress has been made towards the goal of equal employment opportunity, much remains to be done. Accordingly, I have directed the Chairman of the Commission to make a thorough review of all present efforts to achieve equal employment opportunity within the Federal Government and to report back to me on or before May 15, 1969, with recommendations for desirable policy and program changes in regard to those efforts.

Meanwhile, I want every reasonable effort made to insure that the Federal Government is an equal opportunity employer. I further urge you, if you have not already done so, to communicate your personal support for this program to all officials and employees of your agency.

**Richard Nixon**

*President of the United States*  
THE WHITE HOUSE, Washington, D.C.

